

Message Text

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ACTION VO-05

INFO OCT-01 ISO-00 EUR-12 CIAE-00 FBIE-00 INSE-00

NSAE-00 IO-13 /031 W

-----068438 110952Z /10

R 101141Z MAR 78

FM AMEMBASSY MOSCOW

TO SECSTATE WASHDC 8827

INFO AMEMBASSY BUCHAREST

AMEMBASSY ROME

USMISSION GENEVA

AMCONSUL LENINGRAD

C O N F I D E N T I A L SECTION 01 OF 02 MOSCOW 04153

E.O. 11652: GDS

TAGS: CVIS, CGEN, UR, US

SUBJECT: TCP PROGRAM

1. EMBASSY MOSCOW HAS READ WITH INTEREST BUCHAREST'S DISCUSSION OF THE OPERATION OF THE THIRD COUNTRY PROCESSING (TCP) PROGRAM IN ROMANIA. WHILE THERE ARE DIFFERENCES IN THE POLITICAL ENVIRONMENT BETWEEN MOSCOW AND BUCHAREST, WE AGREE THAT CERTAIN OPERATIONAL AND POLICY CHANGES OF THE TCP PROGRAM SHOULD BE CONSIDERED.

2. BACKGROUND: SOVIET EMIGRATION POLICY

A. THE SOVIET UNION HAS A LONG AND TENUOUS OPPOSITION TO EMIGRATION. IN RECENT YEARS, IT HAS OPENED ITS GATES TO SOME EMIGRATION, BUT ON A VERY RESTRICTED BASIS. THE ONLY GROUNDS ON WHICH IT PERMITS EMIGRATION IS FAMILY REUNIFICATION, WHICH THE REGIME DEFINES VERY NARROWLY. THE MINISTRY OF FOREIGN AFFAIRS HAS RECENTLY CONFIRMED TO THE EMBASSY THAT, FOR PURPOSES OF EMIGRATION, IT CONSIDERS FAMILY EMIGRATION TO INCLUDE ONLY MEMBERS OF THE IMMEDIATE FAMILY, I.E., PARENT-CHILD AND

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HUSBAND-WIFE.

B. FURTHER, THE SOVIET GOVERNMENT GRANTS EXIT PERMISSION FOR EMIGRATION TO SPECIFIC COUNTRIES, I.E., ISRAEL, UNITED STATES, LEBANON, ETC. FREQUENTLY PEOPLE ARE FORCED TO CHOOSE WHETHER THE COST OF LEAVING THE SOVIET UNION ISN'T TOO HIGH IN PERSONAL AND FINANCIAL

TERMS.

3. AT PRESENT, THERE ARE FIVE WAYS FOR A SOVIET CITIZEN TO LEAVE THE SOVIET UNION FOR PERMANENT RESETTLEMENT IN THE UNITED STATES. THREE OF THESE METHODS ARE LEGAL UNDER SOVIET LAW (A, B AND C), AND TWO ARE ILLEGAL (D AND E).

A. DURING THE LAST FEW YEARS, AN AVERAGE OF 200-300 IMMIGRANT VISAS ANNUALLY HAVE BEEN ISSUED BY THE EMBASSY. VIRTUALLY ALL OF THESE IV'S HAVE EMIGRATED FROM THE SOVIET UNION ON THE BASIS OF APPROVED IMMEDIATE RELATIVE PETITIONS, VIRTUALLY NONE ON THE BASIS OF LABOR CERTIFICATION.

B. THIRD COUNTRY PROCESSING (TCP) PROGRAM: APPROXIMATELY 2,000 SOVIET CITIZENS HAVE LEFT THE USSR ANNUALLY SINCE 1975 UNDER THIS PROGRAM, WHICH IS STATUTORILY UNDER THE JURISDICTION OF INS AND JOINTLY ADMINISTERED BY EMBASSY MOSCOW AND INS ROME. SOVIET CITIZENS, WHO HAVE RECEIVED EXIT PERMISSION FROM THE SOVIET GOVERNMENT BUT WHO ARE NOT ELIGIBLE FOR OUR REGULAR IMMIGRATION PROGRAM, ARE ISSUED PRO-FORMA VISAS IN MOSCOW AND TRAVEL TO ROME FOR DOCUMENTATION BY INS UNDER ARTICLE 203 (A) (7) OF THE ACT. PROSPECTIVE IMMIGRANTS SPEND TWO TO FIVE MONTHS IN ROME, CARED FOR AND HOUSED BY VOLUNTARY AGENCIES. CONFIDENTIAL

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SINCE ALL TCP CANDIDATES ARE THOROUGHLY SCREENED BY EMBASSY MOSCOW PRIOR TO THEIR DEPARTURE FROM THE SOVIET UNION, ONLY AN INSIGNIFICANTLY SMALL NUMBER ARE DISQUALIFIED BY INS IN ROME.

C. THE VIENNA OPTION: SINCE 1971, ALMOST 150,000 SOVIET JEWS HAVE RECEIVED SOVIET EXIT VISAS FOR ISRAEL, THROUGH THE NETHERLANDS EMBASSY, WHICH REPRESENTS ISRAELI INTERESTS IN MOSCOW. OF THESE, ABOUT 50 CHANGE THEIR DESTINATION IN VIENNA FOR RESETTLEMENT IN THE UNITED STATES VIA TCP IN ROME.

D. NON-IMMIGRANT VISAS: SINCE THE USSR MAINTAINS STRICT CONTROL OVER SOVIET VISITORS ABROAD THROUGH VARIOUS MEANS, SUCH AS KGB CONTROLS AND HOSTAGE FAMILY MEMBERS, VERY FEW SOVIET VISITORS SEEK TO CHANGE THEIR STATUS IN THE UNITED STATES.

E. DEFECTION: THE PENALTIES TO THE FAMILY OF A DEFECTOR ARE HIGH IN THE SOVIET UNION, BUT EVERY YEAR SOME SOVIET DIPLOMATS, OFFICIALS AND SAILORS SEEK ASYLUM IN THE UNITED STATES. SOVIET CITIZENS WHO REMAIN ABROAD

"ILLEGALLY" (UNDER SOVIET LAW) FORFEIT ANY CHANCE OF ASSISTING THEIR FAMILY TO EMIGRATE. IN THIS CONTEXT, THE CONFIDENTIAL SONS AND DAUGHTERS OF UKRAINIANS WHO WERE CO-OPTED, WHETHER FORCIBLY OR NOT, BY THE GERMANS DURING THE WAR, HAVE FOUND IT DIFFICULT EVEN TO VISIT THEIR PARENTS IN THE UNITED STATES.

4. AS IT IS CURRENTLY CONSTITUTED, THE THIRD COUNTRY

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PROCESSING PROGRAM MAKES IT POSSIBLE FOR THE EMBASSY TO ASSIST ANY SOVIET CITIZEN TO RESETTLE IN THE US, PROVIDED THAT HE IS NOT INELIGIBLE UNDER ONE OF THE DISQUALIFIERS OF ARTICLE 212 (SMALL A) THROUGH THE TCP PROCEDURE UNDER THE JURISDICTION OF INS ROME. THOUSANDS OF SOVIET CITIZENS HAVE BEEN ASSISTED TO JOIN RELATIVES IN THE UNITED STATES. WHILE THE PROGRAM HAS BENEFITED TENS OF THOUSANDS OF SOVIET CITIZENS, WE FEEL THAT IT CAN BE IMPROVED. THERE ARE DIFFICULTIES WHICH STRAIN THE FINANCIAL RESOURCES OF THE VOLUNTARY AGENCIES, THE PERSONAL ENERGIES OF THE EMIGRANTS, NOT TO MENTION THE TWO EMBASSIES INVOLVED IN THE PROGRAM. DURING THE PAST TWO YEARS, APPROXIMATELY 90 OF ALL TCP CANDIDATES HAVE BEEN EITHER JEWS OR ARMENIANS. MANY ARE ENDURING THEIR FOURTH RESETTLEMENT. (IT IS NOT UNUSUAL TO FIND AN ARMENIAN WHO LEFT TURKEY IN 1917, GREECE IN 1947, AND THE SOVIET UNION IN 1977, OR A JEW WHO LISTS AUSCHWITZ AS A PREVIOUS ADDRESS.) MANY OF THESE PEOPLE (30) ARE OVER 60, MANY ARE ILLITERATE IN RUSSIAN, AND ALMOST ALL SPEAK NO

ENGLISH OR ITALIAN. THESE PEOPLE DREAD THE STAY IN ROME FOR VERY REAL FINANCIAL AND PERSONAL REASONS. FURTHER, THE COST OF MAINTAINING 2,000 PEOPLE IN ROME FOR A PERIOD
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OF 60-150 DAYS A YEAR PLACES A VERY HEAVY BURDEN ON BOTH THE VOLUNTARY AGENCIES AND UNITED STATES GOVERNMENT.

5. EMBASSY RECOMMENDATIONS: WHILE WE WANT TO EMPHASIZE THAT THE PRESENTLY CONSTITUTED TCP PROGRAM IS AN EXCELLENT, HUMANITARIAN PROGRAM, MATCHED BY NO OTHER COUNTRY, WE BELIEVE IT CAN BE IMPROVED. WE FEEL THAT A PROGRAM THAT WOULD INCORPORATE THE BEST FEATURES OF THE VIETNAM PAROLE PROGRAM OR THE CUBAN PAROLE PROGRAM OF THE EARLY 1960'S WOULD SAVE NOT INCONSIDERABLE US GOVERNMENT AND VOLUNTARY AGENCY EXPENDITURES AND RESULT AT THE SAME TIME IN A MORE HUMANE PROGRAM TO THE APPLICANTS CONCERNED.

A. THE PAROLE PROGRAM INTRODUCED AT HOMESTEAD AIR FORCE BASE IN FLORIDA IN THE 1960'S ALLOWED 203 (A) (7) SCREENING TO BE COMPLETED IN THE UNITED STATES. IF ADOPTED TO FIT THE PRESENT MOSCOW PROGRAM, SCREENING WOULD BE CONSIDERABLY TIGHTER THAN IN THE OLD CUBAN PROGRAM, SINCE EMBASSY MOSCOW INTERVIEWS ALL PROSPECTIVE IMMIGRANTS AND REFERS ALL 212 (SMALL A) () AND (28) CASES TO INS FOR SECURITY ADVISORY OPINION. FOR THIS REASON, PROBLEMS OF SECURITY ARE VIRTUALLY RULED OUT.

B. THE LACK OF EMBASSY HOUSING PROHIBITS THE ASSIGNMENT OF AN INS OFFICER TO MOSCOW. BUT EMBASSY FEELS THAT EMBASSY CONSULAR OFFICER WITH APPROPRIATE INS TRAINING COULD COMPLETE INITIAL TCP PROCESSING ON THE BEHALF OF THE IMMIGRATION AND NATURALIZATION SERVICE. THIS WOULD BOTH FACILITATE THE ISSUANCE OF 203 (A) () VISAS AND REDUCE THE PRESENT COST OF STATIONING OFFICERS IN MOSCOW AND ROME TO REPEAT THE SAME TASK. IT WOULD ALSO REDUCE THE COMMUNICATIONS LOAD OF BOTH EMBASSIES BY ALMOST 1,000 TELEGRAMS A YEAR, 6 OF MOSCOW'S TOTAL TELEGRAPHIC COMMUNICATIONS LOAD.

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6. REQUEST THAT THE DEPARTMENT CONSIDER THE CHANGES OUTLINED ABOVE FOR CHANGING THE FORMAT OF THE TCP PROGRAM.
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Message Attributes

Automatic Decaptioning: Z
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 10 mar 1978
Decaption Date: 20 Mar 2014
Decaption Note: 25 YEAR REVIEW
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978MOSCOW04153
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D780109-0630
Format: TEL
From: MOSCOW
Handling Restrictions:
Image Path:
ISecure: 1
Legacy Key: link1978/newtext/t19780383/aaaacryd.tel
Line Count: 221
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 61a5acc9-c288-dd11-92da-001cc4696bcc
Office: ACTION VO
Original Classification: CONFIDENTIAL
Original Handling Restrictions: ONLY
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: ONLY
Reference: n/a
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 08 sep 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3374024
Secure: OPEN
Status: NATIVE
Subject: TCP PROGRAM
TAGS: CVIS, CGEN, UR, US
To: STATE
Type: TE
vdkgvwkey: odbc://SAS/SAS.dbo.SAS_Docs/61a5acc9-c288-dd11-92da-001cc4696bcc
Review Markings:
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